

Transportation



GOAL FOR 2020

To give people and businesses affordable, reliable and convenient transportation choices that will improve mobility and reduce congestion.

"More than ever, transportation is the critical link between California and economic success in the 21st century. We need to invest money, yes, but we need to do it wisely."

— Governor Gray Davis

Today's Issues

California, the sixth largest economic entity in the world, could not function without its multimodal mix of roads, freeways, bridges, ports, rail and airports. Our State is a crucial gateway for America's world trade and a magnet for tourism. The speed at which our modern economy moves has vastly heightened the need for mobility and accessibility. The economy operates on tens of millions of minute-by-minute social and economic decisions that now include just-in-time delivery, minimization of inventories, the pressure of world competition and the need to have people and goods at the right places at the right time.

Our \$300 billion highway system is California's transportation backbone. But our state's multimodal network faces three long-term investment challenges: 1) reducing congestion for millions of California commuters; 2) improving the state's ports, airports and supporting infrastructure to move a growing volume of international trade and travel, and; 3) increasing mobility options for all travelers by providing real alternatives to auto travel. Californians are frustrated with increasing congestion and the impact it has upon their quality of life. At the same time, California is facing the need for greatly

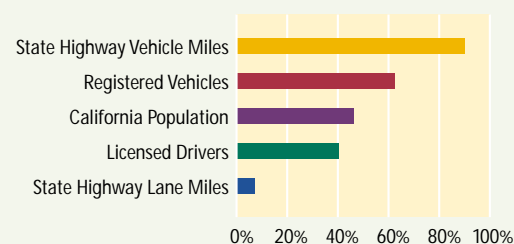
"Regular maintenance of local streets and roads is a smart investment. The California Transportation Commission notes that periodic resurfacing is relatively cheap at \$100,000 per lane mile or less, but rehabilitation of damaged roadbeds can cost as much as \$500,000 per lane mile."

California State Legislature
Smart Growth Caucus

Some California Transportation Facts:

- Annual delays cost Californians as much as \$2.8 billion in wasted time and excess fuel consumption and contribute to air pollution.
- Three of the top 10 most congested metropolitan areas in the nation are in California.
- 80% of Southern California commuters drive to work alone.
- 60% of our county roads are in poor condition.
- Southern California studies predict that passenger demand in 2020 will exceed current airport capacity by more than 50%.
- Driving on roads in need of repair or improvement costs each California motorist an average \$354 annually in extra vehicle operating costs.
- In the Central Valley, Highway 99 is the major north/south route for moving goods and people, yet it still has not been fully developed to freeway standards.
- Between 1995 and 2000, ridership on nearly all California transit systems experienced double-digit growth.
- The Pacific Surfliner, between Los Angeles and San Diego, is the only intercity railroad service capable of reaching speeds above 80 miles per hour, and then, only on portions of the corridor.

% Growth from 1977 to 1997



Source: California Department of Transportation 1998 Assembly of Statistical Reports

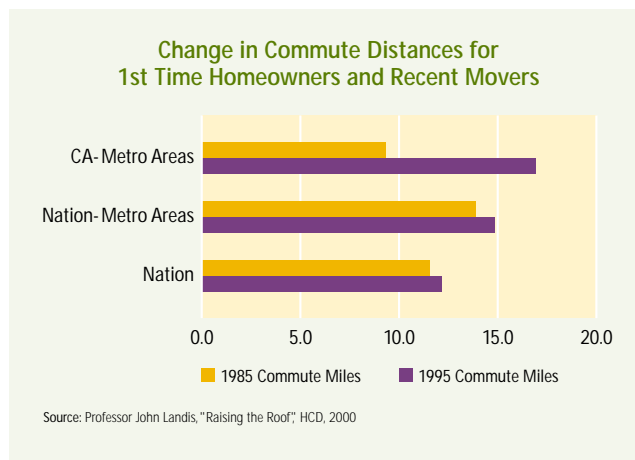


PHOTO CREDIT: SAN FRANCISCO, R. HOLMES/CALIFORNIA TECHNOLOGY, TRADE AND COMMERCE AGENCY

*"I figured out
I spent 2,048 hours
working last year...
I spent 1,100 hours
commuting. I spent
608 with my kids.
I spent twice as
much time driving
as with my kids."*

David Bafford,
Construction Manager
who commuted from the
Central Valley to Silicon Valley,
"In the Other California,
A Land Rush Continues,"
New York Times,
December 27, 2000

expanded airport capacity to reduce delays and prepare for growth in air travel. To keep our economy growing in the future, we will need to build more of every type of transportation infrastructure. California will require more transportation investment and better integrated regional and statewide planning. However, an increasingly complex decision-making and permitting process, coupled with the expensive nature of transportation capital projects, makes this challenge all the more urgent and difficult.



AGING INFRASTRUCTURE

Only recently have transportation investments been brought up to higher levels to keep pace with our needs. This must become a permanent effort. Deferred maintenance and lack of new capacity exacerbate the cost of maintenance and construction as transportation infrastructure is stretched beyond its capacity. Maintenance backlogs have led to higher system repair and vehicle maintenance costs, especially on local streets and roads. There are multiple barriers to delivering transportation projects,



PHOTO CREDIT: LONG BEACH, CALIFORNIA, LOCAL GOVERNMENT COMMISSION

including the simple physical impossibility of building in some areas of the state, community resistance and environmental permitting issues. In addition, current law severely restricts the State oversight role in regional transportation planning by requiring a simple up or down vote on entire programs.

CONGESTION

The Los Angeles, San Francisco and San Diego regions rank among the nation's 10 most congested areas. Even with the planned investment of billions of dollars in new transportation infrastructure, today's plans will not provide sufficient relief from congestion. The fear of increasing traffic is one reason that many Californians now regularly oppose new housing developments. In addition, transportation emissions are one of the largest contributors to air pollution and ozone levels.



PHOTO CREDIT: CALIFORNIA DEPARTMENT OF TRANSPORTATION

Congestion has become interregional in nature.

The high concentration of jobs and high cost of housing in coastal areas leads workers to commute across county lines from affordable housing in the inland areas. It is not uncommon for commuters from the Central Valley to

cross two or more counties to reach their jobs in Silicon Valley. Such land use patterns contribute to roadway congestion and limit opportunities for transit and demand management strategies. Moreover, land that could be used for potential transportation rights of way, such as high-speed rail, is being lost to development. Dispersed land use patterns also increase the goods movement demand on our transportation systems. Historic investments by the current administration in highway congestion relief, transit and interregional commuter and intercity rail will have a positive impact, but cannot solve the problem without changes in land use planning and decision-making.

EROSION OF FUTURE TRANSPORTATION FUNDING

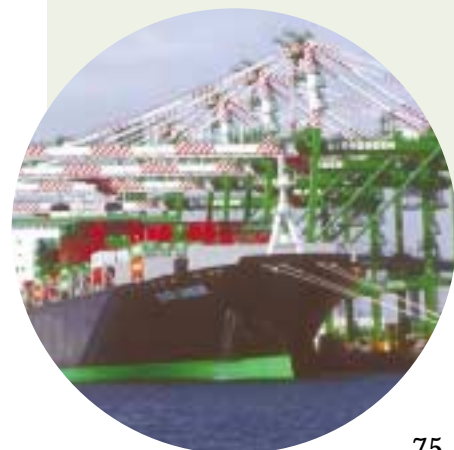
The value of our current gas tax is steadily eroding because it does not keep up with inflation—it remains at the same amount per gallon. Increasing use of alternative fuels and fuel blends that enjoy federal tax subsidies is also reducing revenues. Constitutional provisions also limit the use of gas taxes for many types of transportation. While state sales taxes rise with gas prices, many local sales taxes directed to transportation will expire in the near future and will require another local voter approval. The current legal split of statewide transportation resources limits the State to 25% of the total, severely restricting the State's ability to meet inter- and intra-regional and statewide transportation priorities.

CASE STUDY

Regional Transportation Systems: Port Authority of New York and New Jersey

The Port Authority of New York and New Jersey is a bi-state authority with control over seaports, airports, bridges, tunnels, and transit systems that interconnect the two states. It was created in 1921 to resolve longstanding inter-state conflicts over common harbors and waterways. It was the first authority of its kind in the Western Hemisphere and the first interstate agency to be created under a clause in the Constitution permitting compacts between states. In the 1940's, the Port Authority leased three airports, Newark, and what are now LaGuardia and John F. Kennedy Airports. It also participates in trade promotion and construction projects of significant economic importance such as the World Trade Center.

Source: Port Authority of New York and New Jersey
www.panynj.gov



Port of Los Angeles, California

PHOTO CREDIT: PORT OF LOS ANGELES

CASE STUDY

Automated toll systems: FasTrak™

Electronic toll collection (ETC) systems are an example how to ease commutes throughout the state. ETC eliminates the need for a driver to stop and hand cash to a toll collector. Instead, electronic sensors read small transponders to identify the user and deduct the toll from a special account. The net result is faster commutes, less congestion and improved air quality. California implemented its FasTrak™ system at all its toll bridges in 2000. It took only a few months for public use to increase to 20% of all peak period traffic crossing the seven bridges in the San Francisco Bay Area.

Source: California Department of Transportation

LIMITED CHOICES

While the car remains our primary transportation of choice, Californians have limited alternatives. Existing mass transit systems fail to provide an alternative that matches the performance of auto travel for most trips. The burden of poor transit alternatives falls most heavily on Californians who cannot use or easily



PHOTO CREDIT: CORONADO BRIDGE, SAN DIEGO, CALIFORNIA DEPARTMENT OF TRANSPORTATION



PHOTO CREDIT: CENTURY HOUSING, CULVER CITY, CALIFORNIA

Seniors using the More Than Shelter for Seniors™ shuttle bus which is available to take residents to doctor appointments, shopping excursions or recreational group trips



PHOTO CREDIT: 2000 E. HAAS/WWW.NVCSUBWAY.ORG

San Francisco Municipal Railway at Pacific Bell Park

which would result in better use of land and access to transportation options. In addition, transportation modes are not well connected on an interregional level and fail to provide viable, efficient point-to-point personal and freight movement options.

Longer-range travel choices are limited as well. The lack of reliability and speed, owing primarily to the need for increased capacity and necessary track and signal improvements, hamper the performance of the state's intercity rail corridors.

Increase in Delays at Major Airports (1997-2000)

	% Increase in Delays	
	Arrivals	Departures
Los Angeles	13%	47%
Burbank	46%	69%
San Francisco	73%	71%
Oakland	35%	31%
San Diego	34%	43%
Sacramento	32%	60%
San Jose	46%	41%
Santa Ana	16%	49%

Source: Federal Aviation Administration, Consolidated Operations and Delay Analysis, Systems Detail Report

AIRPORT AND PORT NEEDS

Access and capacity limitations at our ports and airports threaten the state's position in international trade and tourism. Airport delays have increased significantly in recent years throughout the state. Despite recent capacity additions at many airports, more capacity is still needed and regional expansion plans remain

hotly contested in the Los Angeles, San Francisco and San Diego regions. The Central Valley and rural California are largely unserved by viable air transportation.

Large volumes of truck traffic related to trade, along the border and at ports of entry, add to delay. For example, in Los Angeles, over 7,000 trucks a day travel on local roads and highways from the Ports of Long Beach/Los Angeles to various points in the nation. In San Diego and Imperial counties, over 21% of the trucks crossing the international border are either coming from or destined to an out-of-state position in international trade and tourism.

The global economy, which relies upon reduced inventories and just-in-time production and delivery, has heightened the urgency of an efficient, reliable multimodal goods movement system. As California moves to regain preeminence in the business of space transportation, special infrastructure needs for production, launch, operation and recovery must be considered.

Actions Taken

- In 2000, the Governor's Traffic Congestion Relief Program and the Transportation Investment Fund provided an historic \$8.6 billion for transportation from the State General Fund.
- The State transportation budget, almost \$10 billion annually, has increased over 50% in just two years.
- The Davis Administration initiated "Fleet Greening" programs at the Departments of Transportation and General Services, replacing their fleets with alternative fuel vehicles to reduce air polluting emissions.
- In 2000, Santa Clara and Alameda county voters approved sales tax measures to fund \$2.5 billion in regional transportation improvements.



PHOTO CREDIT: LOS ANGELES INTERNATIONAL AIRPORT RESTAURANT, CALIFORNIA, J. BERKOWITZ/LOS ANGELES WORLD AIRPORTS

CASE STUDY

Transit-Oriented Development: Richmond Transit Village, Richmond, California

The City of Richmond, in partnership with many State, local and private interests, broke ground in 2000 on Phase I of a \$62 million mixed-use pedestrian-oriented village that integrates living, working, retail and cultural activities with a multimodal transit station. The 16-acre site is a former BART (Bay Area Rapid Transit) parking lot, which was freed up for development when a parking garage was built. The village will include 228 standard and live-work town homes for sale and rent, a retail center, performing arts and cultural center, and a transit center with bus, rail and BART access to AMTRAK. Funding and team partners include: AC Transit (federal funding), AMTRAK, BART, Contra Costa Transportation Authority, Federal TEA-21 (Livable Communities), H.U.D. Economic Development Initiative grant, the Richmond Redevelopment Agency, the Olson Company, Union Pacific Railroad, and Caltrans.

Source: City of Richmond
Redevelopment Agency

Investing for California's Future

The Commission has identified the following priorities for meeting our transportation needs:

- *Empowering local governments to generate transportation funding*
- *Pursuing substantial increases in funding for goods movement in the coming Federal reauthorization of the Transportation Equity Act for the 21st Century (TEA-21) and all future transportation program authorizations*
- *Improving local and regional planning to link jobs, housing, recreation and services with transportation*
- *Increasing transportation choice and inter-modal connectivity for goods and people*
- *Applying new technologies and techniques to increase the lifespan of transportation assets and fully use existing and new capacity*
- *Protecting the State's investment in roads and other systems through an increased commitment to maintenance*
- *Maintaining the current trend of increased investment in transportation infrastructure*

Recommended Options

The following recommended options will help achieve our priorities:

FINANCING AND FISCAL POLICY

- Support a constitutional amendment to lower the vote threshold to 55% for local revenue initiatives to support local transportation priorities, linked to integrated community and regional planning.



*San Mateo Transit bus and Bay Area Rapid Transit
intermodal station at Daly City, California*

- Unite California interests to successfully seek federal support for our transportation priorities in the reauthorization of TEA-21, the Federal Aviation reauthorization and other federal transportation programs, including an increased share of federal transportation funding.
- Change the allocation for State Transportation Improvement Program funding to increase the State's share of funding from 25% to 50% in order to ensure improved statewide and interregional transportation planning and implementation.

CASE STUDY

Integrated Planning: Oregon Transportation Growth Management Program

The program helps local governments manage the effects of growth and is a key component of the Governor's

efforts to promote quality communities throughout Oregon. It is a joint effort of the departments of Transportation and Land Conservation and Development.

The program's mission is to enhance Oregon's livability, foster integrated

land use and transportation planning, and encourage development that results in compact, pedestrian, bicycle, and transit friendly communities. The four main components of the program include:

- Grants and Technical Assistance to Local Governments
- Quick Response Teams to help with planning and urban design
- Smart Development Code Assistance to help revise development code language
- Education and Outreach

Source: Oregon's Approach to Smart Economic Growth, Oregon Economic and Community Development Department, June 12, 2000

IMPROVED PLANNING

- Develop guidelines to prioritize State investments and incentives as part of the Interregional Transportation Strategic Plan.
- Provide incentives to areas that integrate land use, housing and transportation through local General Plans, regional transportation plans and interregional cooperation.
- Identify resources to improve mobility and access to ports and airports.

BARRIER REMOVAL

- Streamline the California Environmental Quality Act (CEQA) and other permitting processes to expedite the transportation project delivery while ensuring environmental protection and enhancement.
- Seek delegation from federal agencies to incorporate federal environmental requirements into state environmental processes.

IMPROVED IMPLEMENTATION AND USE

- Promote public and private efforts to reduce commuter congestion including incentives for carpooling and transit ridership, locating facilities to minimize impact on transportation, shifts that reduce peak period driving and operating vehicle fleets to minimize transportation impacts.
- Continue incremental improvements to the state's intercity rail system, while preserving our options for a potential high-speed rail network.
- Create super-regional airport authorities reporting to a statewide aviation authority to plan for more efficient use of existing and new airport capacity. The primary regions could include the Bay Area, Central Valley, Los Angeles basin and San Diego.
- Investigate pricing and other strategies as potential tools to manage highway demand, respecting the economic impact that such strategies may have on commuters.
- Use technologies to enhance the life, capacity and safety of transportation systems including traveler information systems, automated toll systems, innovative construction techniques and materials, and automated highways and vehicles.
- Provide State incentives to develop better connectivity between modes and regions.
- Implement innovative strategies to increase transit ridership. Options include: regional transit "smart cards," transit station cars and car sharing pilots, transit-oriented development, and increased investment in system improvements.
- Encourage lending institutions to offer home financing options that promote housing near transit, known as location-efficient mortgages.
- Respect the role of transportation facilities in and around our communities by emphasizing landscaping, art and other aesthetic qualities in maintenance, design and construction.



PHOTO CREDIT: C. FOX/SAN MATEO COUNTY TRANSIT DISTRICT

The Commission's Transportation Committee has developed a set of criteria and performance measures for evaluating transportation proposals, geared toward improving project delivery and maximizing investments. They could be utilized by a government agency in evaluating a proposal for a transportation project (facility) or corridor. The criteria are listed in alphabetical order.*

CONGESTION RELIEF. The extent to which the project would reduce commute travel times and costs of delay in urban areas during the “rush hour” peaks.

CONNECTIVITY. The extent to which the facility bands and coordinates with other transportation facilities, various transportation modes, user needs (such as pick-up and drop-off points), non-transportation facilities, other regions of the state, international and national trade routes, etc.

CONVENIENCE/COMFORT. Factors include the ability of the traveler to get to the facility at the beginning of the trip and continue to travel (if necessary) after exiting the facility; enjoyability of the travel; comfort on the facility; noise; odors; protection from heat, cold, rain, etc.; ability to perform functions other than operating the vehicle during the trip, such as reading and utilizing a computer, conversing, listening to music, watching television, and using the telephone; privacy, etc.

COST. The internal and external costs to the public for planning, designing, constructing, maintaining, operating, and using the facility. The present value of any future cost and whether other sources of funding could be obtained and leveraged to increase the overall investment.

EFFICIENCY. The effectiveness of the facility as measured by its use, such as cost per trip, time or speed per trip, cost per person or person-mile, cost/speed of goods movement, reliance on other facilities, etc.

EVOLVING TECHNOLOGY. The extent to which the facility can be enhanced and improved in the future if anticipated new technology is developed; the feasibility or probability of such technology being developed, the cost of developing or applying such technology, and the extent to which such technology will improve or add benefit to the facility.

FLEXIBILITY. The continued usefulness of the facility based on ability to adjust to changes in future transportation needs, destinations, modes, and facilities; environmental considerations, and ability to move one or a number of people and goods.

INDIVIDUAL MOBILITY. The facility's ability, by itself or in coordination with other facilities, to enable the individual traveler to go where and when he/she wants, with or without luggage or equipment, including the ability to engage in side trips or multiple stops for varying lengths of time.

LONGEVITY. The extent to which an incremental capital, operational, or maintenance investment can extend the useful service life of a facility; forestall the need for its replacement and thus reduce future capital outlay costs and system degradation.

POTENTIAL FUTURE DISRUPTION. Sensitivity and susceptibility of the facility to labor stoppages, sabotage, earthquakes and other natural disasters, future fuel or material shortages, deterioration, maintenance problems and cost versus durability, etc.

PROJECT DELIVERY. The steps that would be required to implement the project from planning through post-construction operation, the feasibility or likelihood of ultimate implementation, and the elapsed time until the facility is usable.

PUBLIC ACCEPTANCE. The extent to which the public supports, accepts, is concerned about, or opposes the mode of transportation, the cost, the funding mechanism, or other factors.

QUALITY OF LIFE IMPACTS. The extent to which the facility adds to or reduces air and other pollution, its appearance, its contribution to improved or deteriorating quality of life, its contribution to economic growth and other opportunities.

SAFETY. Personal and vehicular safety in accessing the facility at the start of the trip and traveling on at the end of it; safety of the vehicle/facility from accidents and other hazards; and safety of the individual traveler while using the facility.

SPEED/TRAVEL TIME. The total time required for individuals to begin and end their trips, including waiting and travel time for connecting facilities. This should be compared to the total travel time if the facility is not constructed and/or if another alternative facility were implemented. Total trip time, not just time spent on the proposed facility, should be evaluated.

USE OF EXISTING CAPACITY. The extent to which the facility adds to or enhances existing facilities and increases the usage of underutilized facilities.

* The Commission's Recommendations on Expediting Transportation Project Delivery are incorporated into this report by reference and can be found at the Business, Transportation and Housing Agency website at www.bth.ca.gov.